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Report of the Task Group on Depository Program Review

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July 1990

Ms. Patricia M. Horner Director Canadian Government Publishing Centre Supply and Services Canada Ottawa, Ontario K1A 0S9

Dear Ms. Horner:

Further to the mandate the Canadian Government Publishing Centre assigned to the Library Advisory Committee, November 1988, the Task Group on Depository Program Review was established to evaluate the depository services program. It was to identify problems, define possible solutions and determine the best structure for carrying the program into the next decade, cost effectively and efficiently.

Attached for your consideration is the report of this Task Group, its findings and recommendations which received the unanimous endorsement of the Library Advisory Committee 17 May 1990.

Mary Jane Maffini

Chair, Library Advisory Committee

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EXECUTIVE SUMMARY

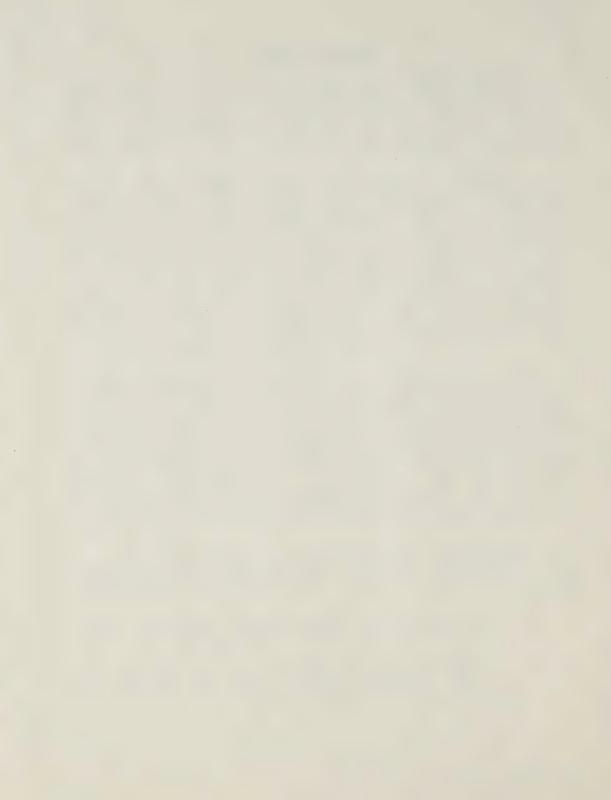
The Task Group on Depository Program Review was established by the Canadian Government Publishing Centre in November of 1988 to evaluate the Depository Services Program (DSP), identify problems, define possible solutions and determine the best structure for carrying the program into the next decade cost-effectively and efficiently.

A Task Group, consisting of some members of the Library Advisory Committee (LAC), staff and a Treasury Board observer, was formed to conduct the Review. The Task Group spent more than a year gathering, compiling and analyzing opinions and information about the DSP. In the course of this, briefs were requested from all national library associations in Canada, as well as from provincial and regional library associations. In addition, a detailed survey about the program was sent to all depository libraries. The survey not only identified major strengths and weaknesses but also provided detailed feedback on important issues. Round table sessions on current issues were held with government documents librarians in four regions. The Task Group considered feedback from the round tables as well.

The Task Group determined that the program's overall design is still fundamentally sound. It serves its end users well and meets government's requirements and objectives. However, the program needs some adjustment to make it more responsive to its changing information environment and to ensure that it remains a vital information delivery vehicle. Three key issues needed to be addressed in this context: inadequate and inflexible funding tied to inaccurate government assumptions about program accountability and effectiveness; non-comprehensiveness in the scope of the program's information capture which potentially jeopardizes program relevance; and inequity in access which threatens program support.

The Task Group made thirty-five (35) recommendations. From these recommendations the Task Group developed a number of models for a revised DSP structure. Key features of these models include:

- A commitment to ensure program integrity, public access, program scope and accountability;
- delineation of the program's functions into its two basic components: public access and support for government's information needs;



- an emphasis on public access over the government information role and on domestic over foreign depositories;
- the pruning of inactive or inappropriate elements after consultations and review;
- rationalization of selectives into full depositories where acquisition and use warrants;
- refinement of the present structure to provide service to the print handicapped;
- establishment of resource libraries to provide access to electronic information products and to serve as a support node for the dissemination of government information;
- the use of memoranda of understanding to formalize the relationship between the DSP and its participants and to establish clearly defined mutual obligations;
- inclusion of electronic formats in the DSP:
- · requirement for minimum core collections.

The Task Group concluded that the DSP is a cost-effective and useful program that yields major access benefits from a relatively small investment. While the DSP is less expensive and more comprehensive than developing alternate means of distributing the government's message, it still requires upgrading in some areas in order to fulfill its mandate.



INTRODUCTION

The Depository Services Program (DSP) is a good news story. Despite the challenges faced by the program, the DSP continues to be a cost-effective and efficient means of meeting the information needs of the Canadian public. Above and beyond this, the program plays a role in supporting economic and social research in a tangible and inexpensive manner, in ensuring a federal presence in communities across the country, and in meeting the federal government's own information needs. It is also a vehicle for raising Canada's diplomatic profile abroad.

By using the infrastructure of the library community to provide access, the federal government guarantees long-term and wide-spread availability of information gathered using public funds for public purposes. This partnership with libraries ensures cross-country access without the costs of maintaining direct service points for the public. As well, the partnership provides government with an efficient conduit to promote itself, its role and its programs.

This report will focus on the need to define an optimal structure for the Depository Services Program in coming decades. The program is at a cross-roads. It must now meet new challenges generated by technological, social and political changes while functioning in the context of fiscal restraint.



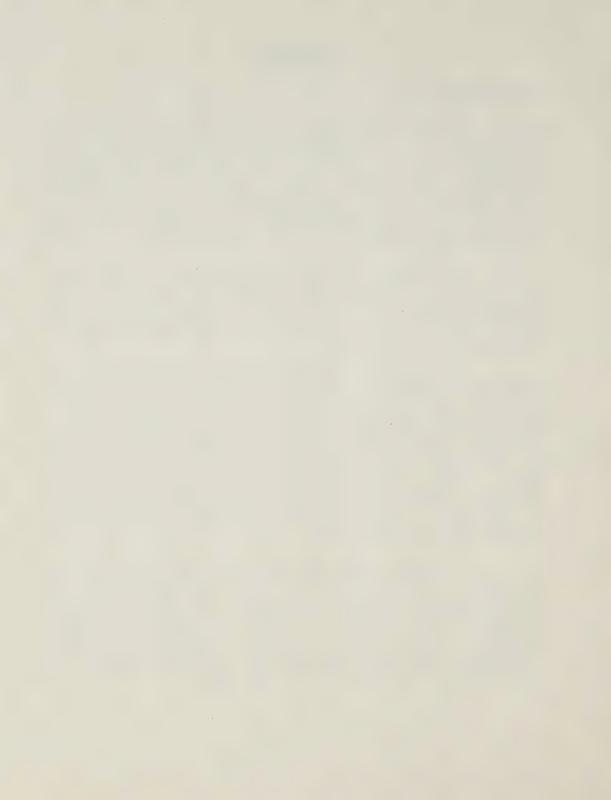
Program Description

The Depository Services Program (DSP) is managed by the Canadian Government Publishing Centre (CGPC) and operates in partnership with an approved network of depository libraries, Parliamentarians and agencies. The DSP exists to identify, distribute and provide public access to Parliamentary, departmental and Statistics Canada publications. Both priced and non-priced publications are made available through the DSP at no charge to participating depositories. In addition, the DSP acts as a controlled, cost-effective and efficient vehicle to inform government organizations.

The federal government bears the cost of identifying, providing and distributing the documents and the libraries are responsible for all subsequent costs of housing and making the information available to the public. The current mandate of the program is set out in Chapter 335 of the Treasury Board's Administrative Policy Manual.

The DSP was developed to ensure that Canadians had access to information gathered with public funds and that government organizations had efficient access to information, while at the same time reducing wasteful distribution of publications by departments. The DSP is a cost-effective form of access for several reasons. Strict distribution controls ensure that only approved depositories receive documents free of charge and then only those documents which meet the needs of their users. As well, the identification and documentation process within the program allows documents to be located and accessed. The additional services which depository libraries provide result in users having access to government information at the least possible cost to the taxpayer.

In Canada, there are about 700 public, college and university depository libraries. At the present time, in addition to these depository libraries, the DSP includes all Parliamentarians, libraries of provincial legislatures, selected Canadian embassy libraries, a number of foreign universities supporting Canadian studies programs, headquarters of major political parties in Canada, the central libraries of 50 federal departments, some media libraries and the Governor-General. In total there are 1371 depositories. (See Figure 1.)



BREAKDOWN OF DEPOSITORIES

SELECTIVES IN CANADA

Governor General	1
Members of Parliament	292
Senators	94
Central Libraries of the Federal Government Departments	50
Legislative Libraries Resource Libraries	23
Public Libraries	413
Educational Institutions (Universities &	413
Community Colleges)	221
Press	73
Total Selective	1,169
SELECTIVE FOREIGN	
Total - All Categories	150
TOTAL SELECTIVE - CANADA & FOREIGN	1,319
FULL IN CANADA	
Universities	29
Public Libraries	7
Legislative & Territorial Government Libraries	9
Resource Library	1
National Library of Canada and the Library	
of Parliament	2
Total	48
10001	10
FULL FOREIGN	
TOTAL - All Categories	4
TOTAL FULL - CANADA & FOREIGN	<u>52</u>
	<u>52</u>
	1 071
TOTAL DEPOSITORIES	1,371



History

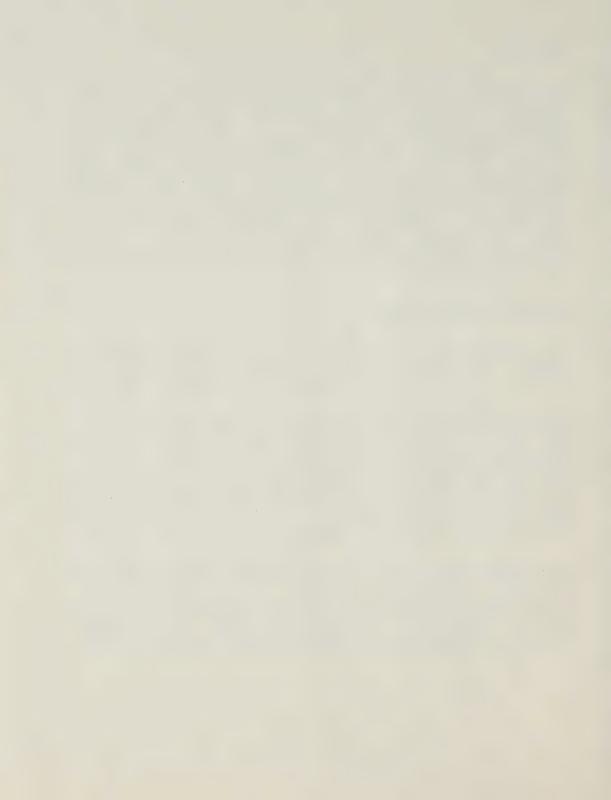
The current Depository Services Program is an amalgam of tradition, necessity and practicality. It evolved from efforts to streamline and rationalize the distribution of government documents and from official exchange agreements in support of Parliament's information needs. In 1927, an Order-incouncil established the basic pattern of full and selective depositories that is characteristic of the program today. Even then, a major emphasis was on cost-effective and controlled distribution to the public and government itself. The last major review of the DSP was in 1977 when all depositories were examined and the number of depositories was reduced. Those depositories remaining were required to sign a general agreement with the CGPC. The proposed reduction in the program created a political storm among those served by it. The structure that emerged has remained in place since.

Criteria for depositories

Full depository libraries are selected by a committee of representatives of the CGPC and the National Library of Canada. The status is granted as either English, French, or bilingual, depending on the clientele of the library in question.

Selective depository status is granted to Canadian libraries which are open to the public at least twenty hours a week and have at least one full time employee. Public libraries must serve a population of 2,000 in the town or city. Universities must have an academic population of 1,500, including teaching staff and full and part-time students, while colleges and Cegeps must have an academic population of 1,000. Applications for depository status are received at the Canadian Government Publishing Centre and are verified against these criteria before a library is accepted or rejected.

Foreign depositories and embassy libraries may be recommended by the National Library of Canada, External Affairs, the Library of Parliament and CGPC. The central library of federal government departments listed in Schedules I and II of the FAA are also eligible for depository status. Media libraries have been traditionally included in the DSP, as well, although there are no formal criteria for this category of depository.



Program delivery

The key tool in delivering the program is the <u>Weekly Checklist</u> of <u>Canadian Government Publications</u> and its cumulations. The <u>Checklist</u> describes all Parliamentary and Statistics Canada publications as well as priced and non-priced departmental publications which are available to depositories. The <u>Checklist</u> also functions as a selection and a distribution mechanism. The <u>Special List</u> is a monthly supplement listing materials which are not included in the depository program. These may be reprints, publications of Crown corporations and other agencies, some scientific and technical publications which are printed in limited runs as well as unusual or costly titles. The <u>Quarterly Catalogue of Government of Canada Publications</u> and its annual index provide several access points to identify specific documents or topics.

Current structure

At present, fifty full depository libraries automatically receive all documents listed on the <u>Weekly Checklist</u>. In addition, because of their special information mandates, the National Library and the Library of Parliament receive multiple copies of each publication.

Depository libraries in post-secondary educational institutions range from large university libraries with major research collections supporting post-graduate research to small community college libraries. There are no elementary or high school libraries with depository status. Although some large public libraries serving urban populations of more than 200,000 are full depositories, the majority of public library depositories are medium or small libraries. In many small communities the depository collection is the only source of federal information. The vast majority of these depository libraries are selective and choose publications that meet the needs of their clients.



In order to function, the DSP requires the co-operation of many different organizations. Major players in the depository program are the CGPC, the National Library, Library of Parliament, Statistics Canada, External Affairs, the House of Commons, Treasury Board, other federal government departments and the Library Advisory Committee (LAC) of the CGPC. The LAC consists of representatives of L'Association pour l'avancement des sciences et des techniques de la documentation, the Canadian Library Association, the Canadian Association of Research Libraries, and key players.

Purpose of the Depository Review

In January 1987, the Treasury Board (TB) approved a request for Supplementary Estimates of \$4,300,000 for the DSP. TB directed the Department of Supply and Services (SSC) in consultation with Statistics Canada (STC) to prepare a plan to ensure that the program would be managed in future years within its main resource levels. In December 1987, a plan submitted by SSC was approved on the understanding that SSC would investigate possible economy measures such as the elimination of some depositories and reducing the number of publications sent to each depository.

This request was seen by the CGPC as an opportunity to examine the program in detail. Economic, social and technological changes had created needs, problems and possibilities that were not in evidence during the last major restructuring of the DSP.

Consultation and methodology

In order to ensure that the needs and realities of libraries were given due consideration in the course of the review, the LAC was involved from very early stages. The CGPC was conscious of the important role played by the library community in making accessible federal government publications. The Task Group on Depository Program Review, consisting of LAC members and CGPC staff, spent more than a year gathering, compiling and analyzing opinions and information about the DSP. In the course of this, briefs were requested from all national library associations in Canada, as well as from provincial and regional library associations. In addition, a detailed survey about the program was sent to all depository libraries. Of the 930 questionnaires, 378 responses were received. The survey not



only identified major strengths and weaknesses but also provided detailed feedback on important issues. The information obtained as a result of the survey was tabulated using dBASE III and used by the Task Group as the basis for analysis of the current program and its possible future directions. A summary tabulation of the results is contained in Appendix A.

As well, round tables with government documents librarians were held in four different regions. At these sessions, participants reacted to current issues and outlined their own key needs and constraints. The Task Group considered feedback from regional round table sessions as well.



PARTNERSHIP AND EFFECTIVENESS: ANALYSIS

Analysis of consultation results indicate that there is overall satisfaction with the structure of the program. Libraries stated their roles positively with such comments as "key links in informing Canadian citizens" and "a free and open channel of information for all citizens".

The single greatest problem is in the area of comprehensiveness. Tracking and obtaining fugitive documents create real additional costs for depository libraries. Full depository libraries offering comprehensive research support experience more difficulties with this problem than do smaller public libraries. For most libraries, having access to information about publications which are not distributed through the program would go a long way toward easing the burden. There is also strong support for more CIP in federal government documents. Core collections also received support although libraries wanted to have input into the Core collections and be able to collect above the core level.

Libraries are well aware of the value they add to the dissemination of federal government information. One interesting comment was that the existing structure provides the best access because of the value added by "reference services and organization skills of libraries".

Other key complaints focus on delays in getting documents, the need for improved bibliographic access, more realistic retention guidelines and the need for better training and communication.



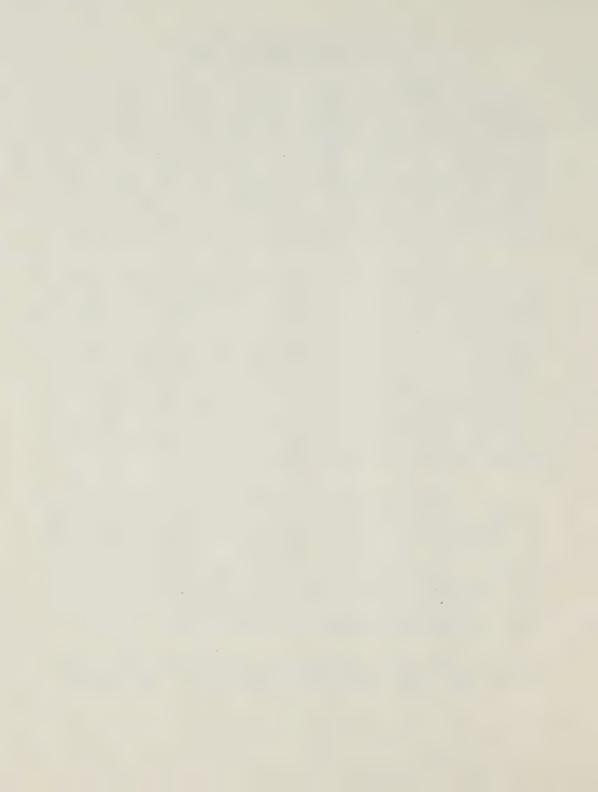
GENERAL PROBLEMS AND ISSUES

A number of issues surfaced in the course of the review. Issues of access, funding, service, support and accountability were identified frequently in the surveys, in the Association responses, in the round table sessions and by members of the Library Advisory Committee. The most important issue that must be resolved remains whether or not the current structure of the program is the most effective and efficient way to ensure access to federal government information in the coming years. Closely related to this is an assessment of the nature and role of the depository program. Any proposed structure for the DSP will require a clearly articulated set of objectives and will need to be politically, financially and technically feasible.

The DSP has an ambiguous identity in that it serves several frequently forgotten but nevertheless costly purposes. For instance, the program traditionally provides Parliamentarians with two copies of any documents available through the program. As well, the program services the information needs of the federal government through the central departmental libraries. Embassy libraries, research bureaux of major political parties and media libraries also benefit from the program. In addition, the inclusion of foreign depositories is frequently linked to exchange programs from which Canada draws direct benefits. For instance, the Library of Congress (LC) documents received on exchange have at least twice the dollar value of Canadian government publications sent to LC. The real costs and the full extent of these information activities are not understood and not adequately funded.

Furthermore, the widespread idea that the DSP is a giveaway program compounds its funding problems. There is a need to have a clear articulation of the actual value of the program, its attendant costs to participating libraries and the benefits and savings to the federal government. Documents librarians estimate that the costs of processing, housing and providing access to a publication is about twice the cost of acquiring it. The value-added component provided by libraries must be given serious consideration in the funding equation. As well, funding bodies should consider the real costs of providing an alternative means to informing the public and itself.

One of the difficulties in assessing the program's component costs was in obtaining accurate statistics on costs and use of the program by type of depository. The process of



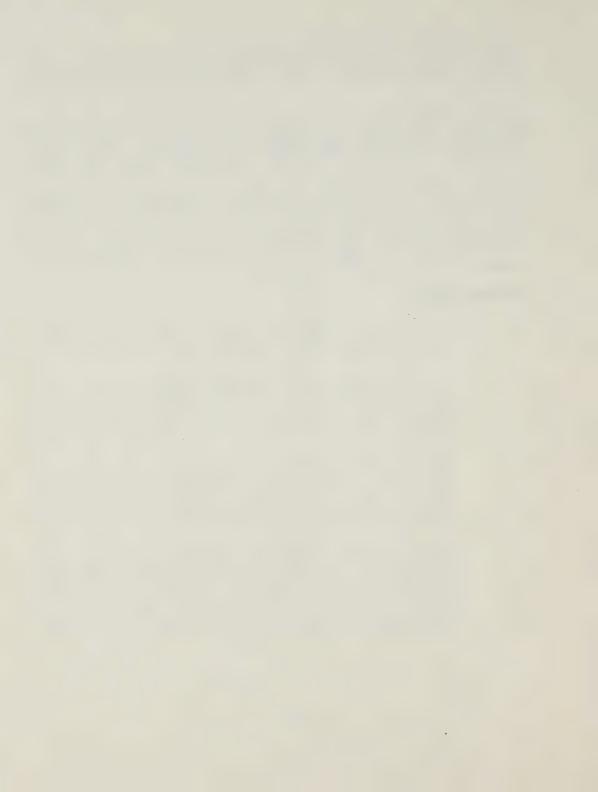
obtaining reports was manually intensive and cumbersome. The ability to generate reports on use by type of depository would be a most useful addition to management information systems at the CGPC.

Contrary to the perception that it is a giveaway program, the DSP is an active, committed, cost-effective and efficient partnership among libraries, departments and the CGPC to ensure that federal government information reaches the public.

One of the major problems facing government documents libraries is the difficulty in locating so-called grey literature generated by federal government bodies. It is highly desirable that the DSP include information products from all federal government agencies listed in Schedules I and II of the Financial Administration Act (FAA) as well as branches designated as departments for purposes of the Act.

Recommendations

- (1) Roles and responsibilities for the DSP, departments and participating libraries should be clearly articulated and clearly communicated.
- (2) The statement of objectives should make it clear that the program makes government information available to the public, maintains a federal presence across the country and a Canadian presence abroad and meets research needs.
- (3) The DSP should systematically enhance and facilitate access to government publications of relevance to the information community and its users by actively ensuring the participation of all federal government departments and agencies listed in the FAA.
- (4) DSP should increase efforts to ensure that departments use the depository program at all times for distribution to libraries in order to minimize costly duplication and the receipt of unwanted materials. All federal government organizations should provide information about all of their publications to inform the community of their existence.



- (5) DSP should ensure that information about the program and its access function is made available though the orientation courses offered to all members of the senior management and information services categories in the public service.
- (6) Over and above the existing structure of full and selective depositories, new mechanisms should be developed to handle the requirements for conserving research collections, ensuring access in small communities, providing service for print-handicapped people, and providing a network to make costly data products available.



ACCESS ISSUES

The DSP is a program that has traditionally ensured access both at the public and at the government level. This dual role has been inadequately recognized and under-supported. Most of the concerns expressed in the course of the review focus on who should be a depository and what kinds of information should depositories receive. In this context, the DSP needs to examine how to determine the best delivery vehicle, to capture a larger share of free departmental publications, how to improve bibliographic access to federal government publications, how to make publications available to all Canadians regardless of region, how to address the requirements of print-handicapped people and of both official language groups, and how to ensure that information in electronic format does not become inaccessible.

Fugitive publications

The proliferation of desk-top publishing combined with tight publications budgets and a lack of understanding of the value of the depository system exacerbates the long-standing problem of departmental publications escaping the program. While there is no difficulty in obtaining publications which are priced and available through the CGPC, about fifty per-cent of other publications which are appropriate for the program are not distributed through it. Many of these unpriced publications are free because the department wants to make its message widely available. However, because of low budgets, lack of cooperation, or lack of awareness of the value or existence of the DSP, these same publications escape the very mechanism which will ensure their cost-effective availability and accessibility to the public. In addition, a number of these publications are seen to be of limited interest by the author department. Tracking down such publications represents a substantial drain on the resources of many libraries. In fact, some libraries report that a full person-year is devoted to finding publications which escape the program. This situation also represents a drain on the taxpayer who funded the publication in the first place and subsequently has little chance of locating it. Ironically, the DSP, a program originally developed to reduce departmental waste, still faces resistance to a rational system to distribute information.



Privatization

Further losses of information occur because of the transfer to the private sector of publications which had been publicly available through the program. The issue here is not privatization but rather the loss of information distributed to the public through the DSP. Some of the titles which have been privatized recently are North (Indian and Northern Affairs) and Inukitut (Indian and Northern Affairs).

Recommendations:

- (7) CGPC should work closely with the National Library in its role of monitoring Management of Government Information Holdings to ensure publishing departments and agencies are providing their publications to the DSP regardless of their format.
- (8) Resources should be made available to ensure the procurement of suitable departmental publications which are not produced in sufficient quantities.
- (9) The DSP should host an annual conference for author departments, librarians and other key players in order to ensure a cooperative and informed approach to access issues.
- (10) DSP should consider contractual mechanisms, such as negotiated discounts for depositories, in order to offset the loss of information to the public resulting from privatization. Tax credits or other creative incentives should be examined to encourage the private sector to provide depository access to privatized government information.

Bibliographic access

If a document has not been identified, it cannot be located and, as far as the information-seeker is concerned, it may as well not exist. The library community is concerned about the level of bibliographic access in the DSP, the timeliness of the Quarterly Catalogues, and the need for better subject access as well as the need for timely on-line access to a database of federal government publications. The recent push for Cataloguing-in-publication (CIP) for federal government documents has proved very useful to depository libraries. Librarians feel



that CIP should be required for all federal government monographs because it allows them to make these documents available more quickly and cost-effectively.

Recommendations

- (11) CIP data is important in ensuring public access to government information. The DSP should have the mandate, authority and funding to exercise a central coordinating role in the provision of CIP for federal government documents.
- (12) CIP should be included in all federal titles.
- (13) The <u>Weekly Checklist of Canadian Government Publications</u> should be made available on-line in order to increase subject access to documents, permit searching, speed delivery time and allow electronic ordering of publications. Backfiles should be made available on CD-ROM. Print versions of the DSP tools must still be made available.
- (14) All federal titles should be included in BiblioDisc with information on availability.

Regional access

Government information must continue to be accessible in every region in the country and in small communities throughout. A fair and equitably structured program requires the mechanisms to permit this. While major urban areas are well-served by full and selective libraries, those Canadians who live in small communities often have little or no access to federal government publications. To be truly effective, the DSP structure must minimize this problem.

Recommendations

• (15) A network of resource libraries should be developed to ensure coverage outside of major urban areas. Additional copies of documents should be provided to the resource libraries in order to serve communities which are too small to qualify for depository library service.



• (16) The geographical distribution of full and selective depositories should be examined by the DSP to ensure regions are equitably served. Where inequities exist, adjustments should be made to ensure coverage.

Access to information in electronic formats

New technologies have changed the way information is gathered, manipulated, stored and distributed. The migration of many print publications to new formats, such as diskettes, CD-ROM, magnetic tape and on-line databases, creates access problems because the current structure is not designed to accommodate and distribute such formats. As depository libraries range from the technologically advanced to the disadvantaged, they cannot all be treated in the same manner. In addition, electronic formats can expensive and have specific hardware and expertise requirements. Nonetheless, they are an important and growing vehicle for government information and must have a place within the DSP. Without a considered, viable and practical approach to the role of such products in the depository, the gulf between the information rich and the information poor will continue to widen. This will be especially important as government moves toward user charges for individual requests.

Recommendations

- (17) Depository libraries must have access to non-print materials available in tangible formats such as magnetic tapes, CD-ROM, diskettes.
- (18) The DSP structure should be modified to incorporate some depositories which will be responsible for providing the hardware, software and expertise necessary to ensure public access to sophisticated data products.
- (19) The DSP and producers of government information should examine the implications, including those of a financial nature, of providing public access to on-line data bases.



Access in both official languages

As a federally funded program, governed by the Official Languages Act, the DSP has an obligation to ensure that Canadians can find assistance in locating depository materials in both official languages. However, as the majority of depository libraries fall under provincial jurisdiction, the libraries themselves are not subject to the Official Languages Act. They may have neither the resources nor the ability to provide bilingual service. About 74% of federal government publications are bilingual. For the remainder of the publications, there is the potential for a problem with connecting the would-be user with the required information in the language of choice.

Recommendations

- (20) In keeping with the spirit of the Act, depository libraries should be required to provide users with information about publications in both official languages. In turn, the DSP must provide libraries with information brochures listing the sources of these documents in each region.
- (21) Depositories should be encouraged to provide services in both official languages, whenever possible.

Access for print-handicapped people

It is estimated that 353,000 Canadians cannot read because of impaired vision or other physical disabilities. We are increasingly aware that links must be found with the depository system to ensure that print-handicapped people have access to required government information. Criteria must be put in place to assist in the identification of publications or types of publications which are suitable for publishing in alternative formats. Many depositories have been actively serving print-handicapped users for years; others have no facilities at all for them. Recent tests of alternative formats listed on the Weekly Checklist indicate that about 10% of depositories have been selecting these formats. The responsibilities of the Depository Program in serving this community needs to be established.



Recommendations:

- (22) The CGPC should develop in consultation with other stakeholders criteria to assist in the identification of publications or types of publications which are suitable for publishing in alternative formats.
- (23) The DSP should ensure that print-handicapped people have access to relevant government publications through the establishment of designated depositories to receive, copy and distribute these publications. These depositories would be either libraries which take an active role in providing service to the print-handicapped or non-library organizations which are equipped to provide the service.



FUNDING ISSUES

By all accounts, funding for the DSP is not adequate to maintain the service as it stands now. The Task Group has recently learned that the loss of the subsidy for book rate has created a serious deficit for the current year and a projected deficit for the coming year which may further jeopardize a portion of the program. Even without this major challenge, the program continues to face the problems of inflexibility in the funding formula and an inability to meet current demand with existing resource levels.

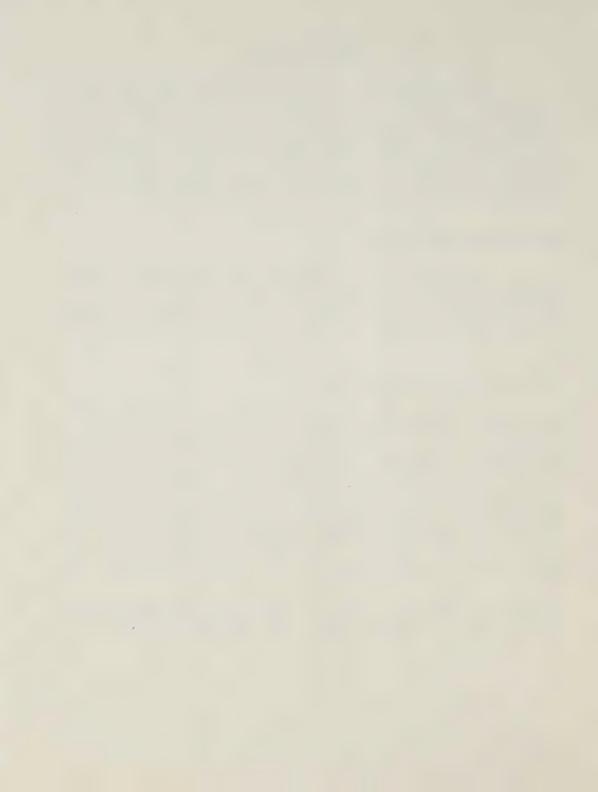
Loss of book rate subsidy

The loss of the book rate is expected to increase postage costs by \$450,000 in 1990-91. Requests for supplementary funding to offset this increase, we have been advised, have not been approved by Treasury Board. If alternate delivery methods are not found, it appears that service will have to be reduced to the detriment of access.

Need for flexibility in funding

Variable publishing schedules, especially with Parliamentary papers which depend on the length of sittings of Parliament, have an impact on the volume of publications to be distributed in any given year. Information contained in Parliamentary papers such as, Hansard, Committee proceedings and reports is essential, yet the numbers are unpredictable. The volume of Parliamentary publishing is beyond the control of the DSP administration and creates serious difficulties because the DSP has had its funding capped for the past three years. Prior to 1987, the program had access to supplementary estimates. We are also informed that CGPC has cross-subsidized the DSP in the past and that in future this will not be possible with its new Special Operating Agency status.

In addition, there is a similar cross-subsidization problem for Statistics Canada. This problem is particularly acute in years when Census publications are available.



Funding for enhanced access

The principle of access is firmly established as government policy in Chapter 480 (Communications) of Treasury Board's Administrative Policy Manual. For the federal government to demonstrate its commitment to this principle, it must be prepared to fund the program adequately. Several options for an improved documentation and delivery process have been explored. Even with the enhancements contained in these options, the DSP will continue to be cost-effective for all players. A minor upgrading of the DSP's resources will ensure the continuation of a low-cost and friendly information access program.

Recommendation

• (24) The DSP should seek additional funding for enhanced access including a funding formula that will be sufficiently flexible to take into account fluctuations in the volume of depository publications.



SERVICE AND SUPPORT ISSUES

The effectiveness of the depository service program depends on the quality of communication between the government and the library community, the program and the depositories, as well as the provision of training, manuals, awareness materials, realistic collection and retention guidelines based on on-going consultation with the community.

Library Advisory Committee

Since 1981, with the creation of the Library Advisory Committee (LAC), co-operation between the partners in this venture has increased. The LAC is a valuable tool for communicating the real needs of the information community to government and for conveying the government's viewpoint to depositories. Through the LAC, all players have a cost-effective vehicle in place to find creative approaches to the challenging task of ensuring access to government information. The committee could play an even greater role in the on-going definition, evaluation and review of the DSP. The role of the LAC would be enhanced if there were broader regional representation on the committee.

Recommendations

- (25) The role of the Library Advisory Committee should be expanded to include participation in evaluating depository library performance, periodic review of retention guidelines and criteria for depositories.
- (26) Regional round tables should be established to support small and medium-sized depositories in each region. Full depository libraries must play a leadership role in these round tables.

Training and support

Until recently, beyond providing depositories with an information officer, the CGPC has made little assistance available to depositories in terms of training, written manuals and communication vehicles. Recent efforts at training sessions and the introduction of a newsletter are a good start to improve support. Given the complexity of this type of material, the



complicated procedures and the scarce resources in many small libraries, the CGPC must consider its responsibility to ensure frequent training sessions in all regions and to provide all depositories with a detailed up-to-date manual. There is also a need to develop regional support systems among depositories.

Recommendation

 (27) The CGPC should ensure that partner libraries are provided with training, manuals and on-going communications about policy changes, new products, in addition to maintaining the position of depository information officer.

Awareness

Since the DSP facilitates access to information of value to the economic, social or cultural welfare of Canadians, an essential element for the success of the program is an awareness by the public that this information is available for use through depositories. Little effort has been made to publicize the availability of this information program. It is crucial that CGPC and libraries work together to achieve this public awareness. There is a parallel need for on-going awareness activities for author departments.

Recommendation

• (28) The DSP should coordinate, with partner libraries, on-going and effective awareness activities to maximize public use of the resources.

Core collections

Many selective depository libraries do not select even the most basic documents available to them. For example, when the Revised Statutes of Canada 1985 was released, nearly half the libraries failed to request this vital publication within the allowed time period. This situation creates a serious loss of information for the communities served by these libraries. Libraries which are identified as depositories and have inadequate or non-existent collections of government publications undermine the credibility of the DSP. A Core collection of federal government documents geared towards each type of depository would greatly increase access in many instances. This



raises the question of whether Core collections should be recommended or required. In addition, there is question of who should identify Core items - the CGPC or depositories.

Recommendation

• (29) Selective depositories must provide a minimum level of service in order to maintain their status. Core collections as established by the DSP should form the minimum collection required. Core collections should be developed by the CGPC in consultation with the LAC and knowledgeable members of the library community.

Retention guidelines

A common requirement of depository libraries has been that libraries retain all the publications made available to them through the depository program. Many libraries have extensive collections dating back to the last century and choose to maintain these collections in excellent condition. However, small and medium-sized libraries and those serving clients who are not engaged in historical research, encounter grave problems in housing thousands of old, little-used documents. Most libraries have retention and weeding policies for non-depository documents that emphasize keeping an up-to-date and useful current collection and which are not consistent with the depository retention policies. The space and staff constraints faced by libraries must be balanced with the need to provide access in each region to all depository documents regardless of the date of receipt.

Recommendations

- (30) All depositories should be subjected to reasonable and appropriate retention and weeding guidelines and, with the exception of Core items and ephemeral publications, selectives should be permitted to discard most documents after five years, following agreed on procedures.
- (31) Full depositories in each region should cooperate to pool resources to ensure that all documents continue to be available for research purposes in each region.



ACCOUNTABILITY ISSUES

The DSP is responsible for the effective administration of its public trust; libraries must have a corresponding accountability. Although, there is some resistance to it on the part of depositories, the issue of some form of binding contract, with established evaluation procedures, and monitoring mechanisms for depositories must be considered. Little is known about how most libraries make use of their depository resources and, as this is a federally funded program, accountability is essential. We must identify non-performing depositories, require feedback on usage, encourage better service and remove depository status from libraries which are unable to meet the stated requirements following review, assistance and consultation.

Recommendations

- (32) Each depository should sign a contract agreeing to adhere to the Program policies and to ensure acceptable levels of service to the public.
- (33) Depositories must provide annual statistics or inhouse usage survey information to the CGPC.
- (34) Regular monitoring should be carried out by the LAC and full depository libraries as a collegial activity intended to assist depositories to provide the best possible access.
- (35) For depositories not meeting contract requirements, the CGPC should follow up and if service does not improve following assistance and consultation, the CGPC should withdraw depository status.



CONCLUSIONS

Based on the information obtained in the course of this review, we conclude that the DSP is a cost-effective and useful program that yields major access benefits from a relatively small investment. Providing federal government information through the vehicle of the DSP to various constituencies is less expensive and more comprehensive than developing alternate means of distributing the government's message.

While there is a high degree of satisfaction with the program, it still requires upgrading in some areas in order to fulfil its mandate. The DSP needs to build awareness of the program and its functions among libraries, departments and the general public. It also needs to recognize new technologies and socially disenfranchised groups as well as to continue to improve bibliographical support.

We feel the adoption of these recommendations on access, funding, service, support and accountability will reaffirm this effective, economical and focused partnership for access.



Appendix A

SUMMARY OF RESPONSES TO TASK GROUP SURVEY

Is your government documents collection separate or integrated with other collections?

	Int.	Sep.	Oth.	Inv.
All - full All - selective	58.8 38.9	17.6 34.9	14.7 17.3	8.8
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	33.3 35.6 13.6 23.3 46.2 37.1	50.0 36.2 59.1 48.8 30.8 41.9	0.0 20.7 18.2 11.6 15.4 14.5 20.0	16.7 7.5 9.1 16.3 7.7 6.5 4.0

Is your government documents collection catalogued?

	Yes	No	Oth.	Inv.
All - full	61.8	5.9	23.5 22.5	8.8
All - selective	48.7	15.0		13.8
Public - full Public - selective University - full	66.7	0.0	33.3	0.0
	39.7	17.8	27.6	14.9
	59.1	9.1	18.2	13.6
University - selective Federal Govt. College Foreign	67.4	7.0	20.9	4.7
	61.5	3.8	11.5	23.1
	54.8	16.1	11.3	17.7
	56.0	8.0	32.0	4.0

N.B.: Int. - Integrated
Sep. - Seperated
Oth. - Other
Inv. - Invalid



Is the existing structure (full and selective depositories) the most effective means to achieve the DSP's objectives?

	Yes	No	Don't Know	Inv.
All - full All - selective	67.6 70.0	2.9 3.7	23.5 22.2	5.9
Public - full Public - selective University - full University - selective Federal Govt.	100.0 66.7 59.1 81.4 53.9	0.0 3.5 4.6 2.3 15.4	0.0 27.6 27.3 9.3 26.9	0.0 2.3 9.1 7.0 3.9
College Foreign	77.4 72.0	3.2	16.1	3.2 16.0

Is there an alternative structure that is better suited to informing the public?

	Yes	No	Don't Know	Inv.
All - full All - selective	8.8 7.2	32.4 33.7	50.0	8.8
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	0.0 5.8 13.6 14.0 11.5 8.1 4.0	50.0 30.5 22.7 39.5 26.9 43.5 32.0	33.3 58.1 59.1 32.6 42.3 45.2 44.0	16.7 5.8 4.6 14.0 19.2 3.2 20.0

N.B.: Inv. - Invalid



Does the present program meet your library's needs?

	Yes	No	Don't Know	Inv.
All - full All - selective	55.9 91.1		1.2	14.7
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	83.3 92.0 36.4 83.7 100.0 90.3 96.0	40.9	0.0 1.2 0.0 0.0 - 3.2	0.0 2.3 22.7 4.7 -

Does it meet the needs of your users?

	Yes	No	Don't Know	Inv.
All - full All - selective	58.8 81.3	26.5 5.2	2.9	11.8
Public - full Public selective University - full University - selective Federal Govt. College Foreign	83.3 77.0 45.5 90.7 88.5 77.4 92.0	16.7 4.0 36.4 2.3 3.8 11.3	0.0	0.0 5.2 18.2 4.7 - 3.2

· N.B.: Inv. - Invalid



Should the same criteria apply to all types of libraries?

	Yes	No	Don't Know	Inv.
All - full All - selective	20.6 23.3		8.8 22.2	14.7
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	33.3 25.3 22.1 23.3 19.2 19.4 24.0	50.0 42.5 54.6 53.5 46.2 67.7 48.8	16.7 29.3 4.6 14.0 26.9 9.7 12.0	0.0 2.9 18.2 9.3 7.7 3.2 16.0

Some government documents are not captured by the program. Is the DSP comprehensive enough to meet your user requirements?

	Yes	No	Don't Know	Inv.
All - full All - selective	20.6	76.5 21.3	13.0	2.9
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	50.0 68.4 13.6 37.2 50.0 61.3 72.0	33.3 12.6 86.4 51.2 30.8 24.2 16.0	0.0 16.7 0.0 7.0 7.7 11.3 12.0	16.7 2.3 0.0 4.7 11.5 3.2

N.B.: Inv. - Invalid



Are you satisfied with bibliographic access through the DSP tools?

	Yes	No	Don't Know	Inv.
All - full All - selective	52.9 83.9	38.2 13.3	-	8.8
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	50.0 86.2 45.5 67.4 88.5 80.6 92.0	33.3 12.1 45.5 25.6 3.8 16.1 8.0	-	16.7 1.7 9.1 7.0 7.7 3.2

Could you participate as a regional resource in a regional network of depositories?

	Yes	No	Don't Know	Inv.
All - full All - selective	64.7 44.4	5.9 21.6	23.5	5.9 7.5
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	66.7 43.1 72.7 51.2 23.1 53.2 52.0	0.0 21.3 0.0 20.9 38.5 16.1	16.7 29.9 22.7 18.6 19.2 29.0 24.0	16.7 5.8 4.6 9.3 19.2 1.6 20.0

N.B.: Inv. - Invalid



For some or all types of documents, would your library act as a regional resource?

	Yes	No	Don't Know	Inv.
All - full All - selective	73.5 45.8		11.8 22.8	5.9 10.7
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	100.0 41.4 77.3 65.1 19.2 53.2 52.0	11.6 53.8	0.0 28.7 18.2 14.0 7.7 22.6 20.0	0.0 9.2 4.6 9.3 19.2 6.5 28.0

For some or all types of documents, would your library act as a lending centre?

	Yes	No	Don't Know	Inv.
All - full All - selective	64.7 45.0	14.7 24.5	11.8 21.3	8.8
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	66.7 46.6 68.2 44.2 38.5 50.0	16.7 17.8 9.1 34.9 38.5 25.8	16.7 27.7 13.6 14.0 11.5 17.7	0.0 8.1 9.1 7.0 11.5 6.5 28.0



For some or all types of documents, would your library act as a reference centre?

Total concrete	Yes	No	Don't Know	Inv.
All - full	82.4	8.8	5.9	2.9
All - selective	65.7	11.5	15.6	7.2
Public - full	100.0	0.0	0.0	0.0
Public - selective	64.4	7.5	21.8	6.3
University - full	90.9	4.6	4.6	0.0
University - selective Federal Govt.	76.7	11.6	4.7	7.0
College	69.4	14.5	11.3	4.8
Foreign	60.0	4.0	12.0	24.0

Should the DSP include machine readable diskettes?

	Yes	No	Don't Know	Inv.
All - full All - selective	49.3	10.1	23.6	17.0
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	50.0 35.6 90.9 72.1 57.7 66.1	33.3 10.9 0.0 9.3 7.7 6.5	16.7 34.5 9.1 11.6 11.5 12.9	0.0 19.0 0.0 7.0 23.1 14.5 20.0



Should the DSP include machine-readable CD-ROM?

	Yes	No	Pon't Know	Inv.
All - full All - selective	79.4 55.6	11.8	5.8 22.5	2.9
Public - full Public - selective University - full University - selective Federal Govt. College	66.7 44.3 90.9 79.1 53.8 66.1	33.3 6.3 4.6 7.0 7.7	0.0 32.8 4.6 7.0 15.4 12.9	0.0 16.7 0.0 7.0 23.1 16.1
Foreign	-	_	-	_

Should the DSP include machine readable magnetic tapes?

	Yes	No	Don't Know	Inv.
All - full All - selective	61.8 31.4	14.7 15.3	20.6	2.9 23.3
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	33.3 21.8 - 48.8 42.3 38.7 36.0	50.0 16.1 - 16.3 11.5 14.5 24.0	16.7 37.4 - 18.6 23.1 22.6 16.0	0.0 24.7 - 16.3 23.1 24.2 24.0



Should the DSP include on-line access?

	Yes	No	Don't Know	Inv.
All - full All - selective	85.3 60.5	- 6.9	11.8	2.9
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	100.0 52.9 90.9 67.4 73.1 71.0	C.O 6.9 C.O 11.6 - 8.1 4.0	0.0 25.3 9.1 7.0 11.5 12.9	0.0 14.9 0.0 14.0 15.4 8.1 24.0

Should the DSP include large type material?

	Yes	No	Don't Know	Inv.
All - full All - selective	61.8 54.2	20.6	11.8 22.5	5.9
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	66.7 57.5 63.6 48.8 69.2 53.2 32.0	33.3 9.8 22.7 14.0 - 11.3 8.0	0.0 22.4 9.1 23.3 15.4 17.7 32.0	0.0 10.3 4.6 14.0 15.4 17.7 28.0
10101911	52.0	0.0	02.0	20.0



Should the DSP include audio tapes?

	Yes	No	Don't Know	Inv.
All - full	58.8	20.6	14.7	5.9
All - selective	50.4		251	15.6
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	66.7	33.3	0.0	0.0
	47.1	10.3	28.2	14.4
	59.1	22.7	13.6	4.6
	51.2	11.6	23.3	14.0
	73.1	-	19.2	7.7
	54.8	9.7	17.7	17.7
	40.0	8.0	24.0	28.0

Should the DSP include braille materials?

	Yes	No	Don't Know	Inv.
All - full	47.1	23.5	23.5	5.9
All - selective	36.9	14.1	32.6	
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	33.3	33.3	33.3	0.0
	29.3	19.0	37.9	13.8
	54.6	22.7	18.2	4.6
	51.2	14.0	20.9	14.0
	65.4	-	19.2	15.4
	35.5	12.9	29.0	22.6
	36.0	8.0	32.0	24.0



What importance would you place on a depository library's selection practices?

	Very	Some	little	None	Inv.
All - full	61.8	23.5	900	name .	14.7
All - selective	84.1	12.7	440	-	2.6
Public - full	16.7	66.7	0.0	0.0	16.7
Public - selective	82.8	14.4	1.0	0.0	2.3
University - full	68.2	13.6	0.0	0.0	18.2
University - selective	93.0	7.0	0.0	0.0	0.0
Federal Govt.	80.8	15.4	-	-	~
College	87.1	8.1	-	3.8	4.8
Foreign	72.0	20.0	-	-	8.0

What importance would you place on a depository library's bibliographic access?

	Very	Some	little	None	Inv.
All - full All - selective	94.1 70.9	2.9 23.9	- 1.4	0.3	2.9
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	100.0 60.3 95.5 88.4 - 75.8 76.0	0.0 33.3 0.0 9.3 - 19.4 16.0	0.0 2.3 0.0 0.0	0.0	0.0 4.6 4.6 0.0 - 3.2 8.0



What importance would you place on a depository library's service levels and policies?

	Very	Some	little	None	Inv.
All - full All - selective	85.3 68.9	11.8	1.4	0.6	2.9
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	66.7 68.4 86.4 74.4 69.2 58.1 80.0	33.3 25.3 9.1 18.6 23.1 35.5 12.0	0.0 1.8 0.0 4.7 -	0.0 0.0 0.0 2.3 3.8	0.0 4.6 4.6 0.0 3.8 6.5 8.0

What importance would you place on a depository library's service in the other official language?

	Very	Some	little	None	Inv.
All - full All - selective	20.6	32.4 34.9	26.5 25.9	8.8 14.7	11.8
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	33.3 18.4 13.6 11.6 53.8 11.3 4.0	50.0 34.9 27.3 41.9 34.6 37.1 12.0	16.7 30.5 36.4 30.2 - 30.6 16.0	0.0 13.2 9.1 14.0 3.8 17.7 44.0	0.0 3.5 13.6 2.3 7.7 3.2 24.0



What importance would you place on a depository library's physical plant?

	Very	Some	little	None	Inv.
All - full All - selective	29.4 24.5	55.9 57.1	11.8	0.9	2.9 6.6
Public - full Public - selective University - full University - selective Federal Govt. College Foreign	16.7 24.1 36.4 32.6 11.5 27.4 12.0	66.7 55.2 50.0 51.2 61.5 58.1 68.0	16.7 12.6 9.1 11.6 11.5 9.6 8.0	0.0 1.2 0.0 0.0 3.8	0.0 - 6.9 4.6 4.7 11.5 4.8 12.0



MEMORANDUM OF UNDERSTANDING FOR CANADIAN LIBRARIES - PROPOSED ELEMENTS

All depository libraries must agree to:

- . Meet DSP selection criteria for becoming depository libraries
- . Provide free public access to government information
- . Provide bibliographical access
- . Provide adequate physical facilities
- . Provide trained staff
- . Assist users to locate documents in both official languages
- . Promote awareness of the program
- . Provide CGPC with their selection policies
- . Provide CGPC with statistics on use twice yearly
- . Maintain Core minimum collections

FULL DEPOSITORIES

All of the above plus -

. Monitor selective depositories and offer training sessions (round tables)

RESOURCE LIBRARIES

All of the above plus -

- . Provide the required electronic equipment
- . Provide support to selectives in their region
- . Function as a repository



. Not charge inter-library loan fees for federal government publications

(There will also be separate exchange agreements with different requirements for foreign and for legislative libraries)

. In return for depository status, federal government departements will supply the DSP with copies of departmental publications of limited print runs

Memorandum of understanding from the Depository Services Program

- . Provide free publications
- . Provide documents on DSP policies and procedures
- . Provide training sessions
- . Provide electronic publications
- . Provide publications in alternate formats (braille, large print, audio-cassettes)
- . Provide documentation Weekly and Monthly Checklists and on-
- . Attempt to be as comprehensive as possible
- . Offer timely service
- . identify titles not distributed by the program



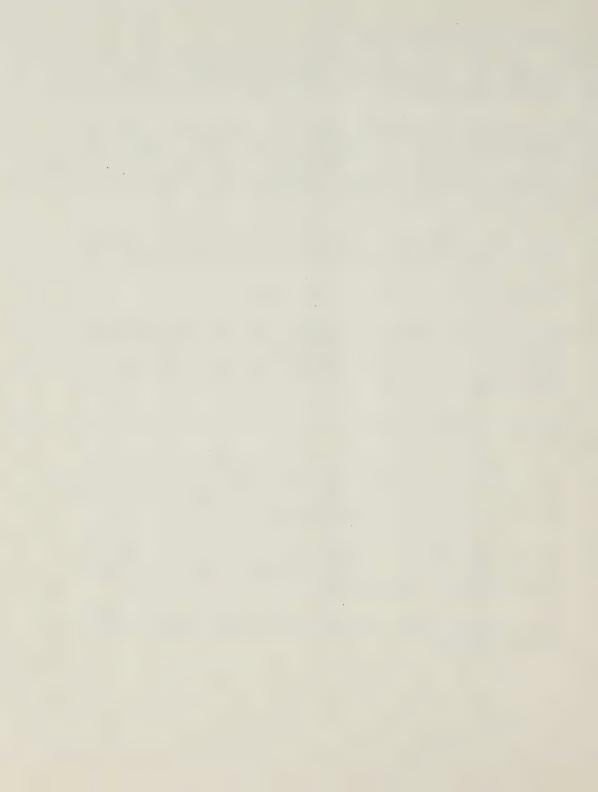
SUMMARY OF TASK GROUP RECOMMENDATIONS

- (1) Roles and responsibilities for the DSP, departments and participating libraries should be clearly articulated and clearly communicated.
- (2) The statement of objectives should make it clear that the program makes government information available to the public, maintains a federal presence across the country and a Canadian presence abroad and meets research needs.
- (3) The DSP should systematically enhance and facilitate access to government publications of relevance to the information community and its users by actively encouraging the participation of all federal government departments and agencies listed in the FAA.
- (4) DSP should increase efforts to ensure that departments use the depository program at all times for distribution to libraries in order to minimize costly duplication and the receipt of unwanted materials. All federal government organizations should provide information about all of their publications to inform the community of their existence.
- (5) DSP should ensure that information about the program and its access function is made available though the orientation courses offered to all members of the senior management and information services categories in the public service.
- (6) Over and above the existing structure of full and selective depositories, new mechanisms should be developed to handle the requirements for conserving research collections, ensuring access in small communities, providing service for printhandicapped people, and providing a network to make costly data products available.
- (7) CGPC should work closely with the National Library in its role of monitoring Management of Government Information Holdings to ensure publishing departments and agencies are providing their publications to the DSP regardless of their format.
- (8) Resources should be made available to ensure the procurement of suitable departmental publications which are not

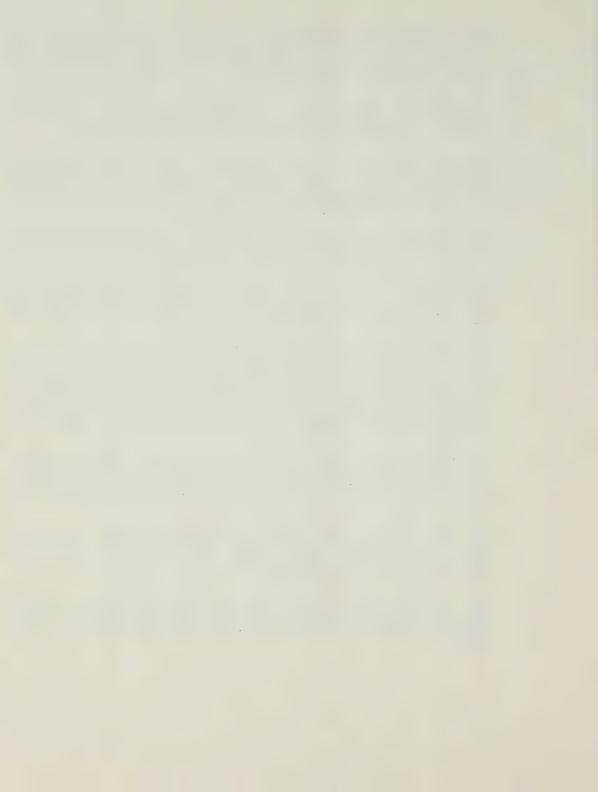


produced in sufficient quantities.

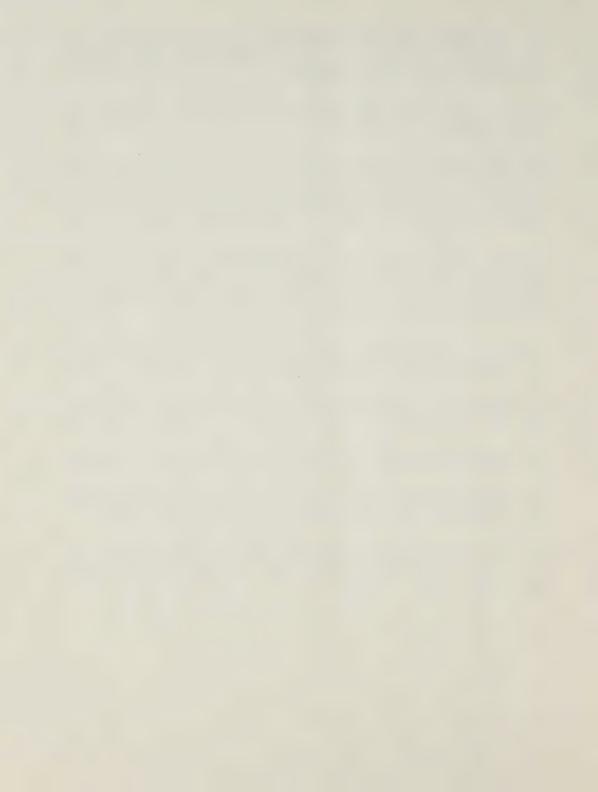
- (9) The DSP should host an annual conference for author departments, librarians and other key players in order to ensure a cooperative and informed approach to access issues.
- (10) DSP should consider contractual mechanisms, such as negotiated discounts for depositories, in order to offset the loss of information to the public resulting from privatization. Tax credits or other creative incentives should be examined to encourage the private sector to provide depository access to privatized government information.
- (11) CIP data is important in ensuring public access to government information. The DSP should have the mandate, authority and funding to exercise a central coordinating role in the provision of CIP for federal government documents.
- (12) CIP should be included in all federal titles.
- (13) The Weekly Checklist of Canadian Government Publications should be made available on-line in order to increase subject access to documents, permit searching, speed delivery time and allow electronic ordering of publications. Backfiles should be made available on CD-ROM. Print versions of the DSP tools must still be made available.
- (14) All federal titles be included in BiblioDisc with information on availability.
- (15) A network of resource libraries should be developed to ensure coverage outside of major urban areas. Resource libraries should be provided with additional copies of documents to loan out to communities which are too small to qualify for depository library service.
- (16) The geographical distribution of full and selective depositories should be examined by the DSP to ensure regions are equitably served. Where inequities exist, adjustments should be made to ensure coverage.
- (17) Depository libraries must have access to non-print materials available in tangible formats such as magnetic tapes, CD-ROM, diskettes.



- (18) The DSP structure should be modified to incorporate some depositories which will be responsible for providing the hardware, software and expertise necessary to ensure public access to advanced data products.
- (19) The DSP and producers of government information should examine the implications, including those of a financial nature, of providing public access to on-line databases.
- (20) In keeping with the spirit of the Act, depository libraries should be required to provide users with information about publications in both official languages. In turn, the DSP must provide libraries with information brochures listing the sources of these documents in each region.
- (21) Depositories should be encouraged to provide services in both official languages, whenever possible.
- (22) The CGPC should develop, in consultation with other stakeholders, criteria to assist in the identification of publications or types of publications which are suitable for publishing in alternative formats.
- (23) The DSP should ensure that print-handicapped people have access to relevant government publications through the establishment of designated depositories to receive, copy and distribute these publications. These depositories would be either libraries which take an active role in providing service to the print-handicapped or non-library organizations which are equipped to provide the service.
- (24) The DSP should seek additional funding for enhanced access including a funding formula that will be sufficiently flexible to take into account fluctuations in the volume of depository publications.
- (25) The role of the Library Advisory Committee should be expanded to include participation in evaluating depository library performance, periodic review of retention guidelines and criteria for depositories.
- (26) Regional round tables should be established to support small and medium-sized depositories in each region. Full depository libraries must play a leadership role in these round tables.



- (27) The CGPC should ensure that partner libraries are provided with training, manuals and on-going communications about policy changes, new products, in addition to maintaining the position of depository information officer.
- (28) The DSP should coordinate, with partner libraries, ongoing and effective awareness activities to maximize public use of the resources.
- (29) Selective depositories must provide a minimum level of service in order to maintain their status. Core collections as established by the DSP should form the minimum collection required. Core collections should be developed by the CGPC in consultation with the LAC and knowledgeable members of the library community.
- (30) All depositories should be subjected to reasonable and appropriate retention and weeding guidelines and, with the exception of Core items and ephemeral publications, selectives should be permitted to discard most documents after five years, following agreed on procedures.
- (31) Full depositories in each region should cooperate to pool resources to ensure that all documents continue to be available for research purposes in each region.
- (32) Each depository should sign a contract agreeing to adhere to the Program policies and to ensure acceptable levels of service to the public.
- (33) Depositories must provide annual statistics or in-house usage survey information to the CGPC.
- (34) Regular monitoring should be carried out by the LAC and full depository libraries as a collegial activity intended to assist depositories to provide the best possible access.
- (35) For depositories not meeting contract requirements, the CGPC should follow-up and if service does not improve following assistance and consultation, the CGPC should withdraw depository status.



Appendix D

Task Group Membership

Georgia Ellis Statistics Canada

Bruno Gnassi Library of Parliament Chair, Review

Paul McCormick National Library of Canada

Mary Jane Maffini Chief, Depository Services Program Chair, Library Advisory Committee

Kathy Moses Treasury Board







